Government of Saskatchewan

Performance Plan
August 2002

Corrections and Public Safety

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Performance Plan

Overview

Saskatchewan Corrections and Public Safety was formed on April 1, 2002. The department is made up of the following components from other departments: Adult Corrections from the Department of Justice; Young Offenders from the Department of Social Services; and, Protection and Emergency Services and Licensing and Inspection Services from the former Department of Municipal Affairs and Housing.

Components of what is now Corrections and Public Safety can be found in the 2001-02 Annual Reports of the Departments of Justice, Municipal Affairs and Housing and Social Services. The first Corrections and Public Safety Annual Report will be published for the period April 1, 2002 to March 31, 2003.

The mandate of the department is to promote safe communities by delivering effective programs for individuals in conflict with the law, through emergency planning and communication, building standards, fire prevention and disaster assistance, and through licensing and inspection services.

Meeting public expectations requires that the department work closely with a number of key partners and stakeholders, including municipal governments, the Federation of Saskatchewan Indian Nations (FSIN), Métis Nation of Saskatchewan (MNS), Community-Based Organizations, police, fire and other professional service and safety providers, clients and their advocates.

The Performance Plan will evolve as we continue to consult with staff, stakeholders, clients and others in refining the Corrections and Public Safety strategic plan during the year. The development of performance measures will enable us to report results in the 2002-03 Annual Report.

Corrections and Public Safety is a large department, with about 1,600 staff throughout the province, serving thousands of clients annually through a wide array of programs and services.

2002-03 Budget Overview

Provincial investment in Corrections and Public Safety to promote safe communities is $108.543M. The following table shows the 2002-03 breakdown of departmental spending by function.

2002-03 Budget
(in thousands of dollars)

Adult Corrections	$ 59,200
Young Offenders Programs	$ 35,400
Public Safety	$ 6,100
Accommodations	$ 5,500
Department Operational Support	$ 2,300
Total	$108,500

Adult Corrections funding includes community operations, community training residences, custody facilities and support for the program (probation services).

Young Offenders Programs include regional operations, alternative measures, custody facilities and programs and program support.

Public Safety includes emergency planning and preparedness, the Office of the Fire Commissioner, building codes, Sask 911, as well as the licensing and inspections activities for boilers, pressure vessels, elevators and amusement rides.

Funding for capital improvements and lease arrangements for government-owned facilities is included within Accommodations.

Trends and Issues

Safe Communities

Saskatchewan communities face a number of challenges in the area of public safety. Recent world events, high crime rates, changes in the economy, changes in demographics and in the social structure of the province, increased demands on correctional programs and increased technology have all contributed to public concerns about issues of safety.

The terrorist events of September 11, 2001 and subsequent international responses have increased the awareness of Canadians to reassess the risks to security and safety. The province has shared responsibility in many of the areas related to public safety and security.

While Saskatchewan, in general, is at relatively low risk as a target for terrorist activities, we have recently experienced natural disasters that have challenged the abilities of municipalities, the provincial government and the federal government to respond (i.e., flooding in 2000, forest fires and wildfires in 2002). A key question has become what level of response is appropriate at the local, regional, provincial and national levels.

There are also important changes in technology, the marketplace and the global economy. Another challenge is the development of an effective regulatory framework, reflecting current best practices, technology and safety requirements in a way that balances risks and responsibilities more equitably between government and industry.

Corrections

Adult and youth corrections are also experiencing change. Since 1995/96, the main increase in adult correctional programs has been in community corrections, which has increased significantly with the introduction of conditional sentences (custody sentences to be served in the community). The number of offenders incarcerated has slightly decreased during that time period. While custody admissions have decreased, sentence lengths have increased, resulting in a relatively stable count over time. At any time, 82% of offenders are serv ng sentences in the community, 13% are sentenced to a custodial facility and a further 5% are in custody awaiting court appearances.

Historically, Saskatchewan has seen a high number of Aboriginal offenders incarcerated in the correctional system. Recent figures (2001) indicate that 77% of offenders admitted to custody in Saskatchewan are of Aboriginal descent. Many Aboriginal people in Saskatchewan live under social conditions that are shown by research to contribute to criminal behaviour. Although there is no single cause of crime, risk factors, or vulnerabilities, work together over time to influence the likelihood of negative outcomes. Major risk factors are poverty, abuse, violence, education and employment problems and substance abuse.

Saskatchewan has a high percentage of at-risk youth, families and communities, and many Aboriginal youth, in particular, experience the conditions that contribute to misconduct and crime.

The province's Aboriginal population is expected to increase by approximately 50% between 1998 and 2016. Effective programs need to be developed or the proportion of Aboriginal youths and adults in the correctional system will continue to grow.

Correctional services in all jurisdictions have been the subject of public concern regarding the release of high-risk, violent offenders. A combination of incarceration, risk and needs assessment, and the delivery of appropriate programs to these offenders will most likely have the desired outcomes that communities expect of the correctional system. The correctional system must focus its resources on high risk/high need individuals and define a basic level of service for low risk/low need offenders. In addition, the justice system must play an active role in identifying communities at risk throughout the province.

Young Offenders

The public has been particularly concerned about youth crime. The present response relies heavily on the youth justice system to deal with adolescent misconduct. Saskatchewan has the highest rate of all reported crimes in the country and has the highest charge rate for youth. Saskatchewan also has one of the highest rates of the youth population appearing in youth court and the highest youth incarceration rate. Community and professional services are challenged to address youth needs at the individual, family and community level.

The federal *Youth Criminal Justice Act* will come into effect in April 2003. While the Act will protect society from violent and chronic offenders through increased custody and supervision, it will also allow for the treatment of more offenders while under supervision in community programs. Programs will need to effectively address the needs of offenders in the community.

If Saskatchewan continues to rely heavily on the youth justice system to deal with adolescent misconduct, and custody grows at the rate projected, there will be significant costs to house the increased numbers of youth being sentenced to custody.

Where we are headed, what we intend to do and how we will measure progress

Our Vision

Working together for safe Saskatchewan communities.

Our Goals

Goal 1: Communities have the capacity to enhance public safety.

Goal 2: Re-offending behaviour is reduced due to effective program interventions with offenders.

Goal 3: Government and communities are prepared for emergencies and maintain building and fire standards.

Goal 4: Safe, healthy and respectful workplaces.

Our Commitments

The government announced an Auto Theft Task Force strategy in January 2002, focussing on prevention, first-time and chronic offenders and providing supervision and rehabilitation programs for youth in custody and in the community.

The government is committed to continuing a range of actions to control offenders through strict supervision. Statistics to date in 2002 show a 30 per cent reduction in auto thefts and attempted thefts in Regina compared to the same period last year.

Goal 1 – Communities have the capacity to enhance public safety

Objective 1: Government, in partnership with Aboriginal organizations and other community-based organizations, plans and delivers effective adult and youth correctional services. People are less likely to commit crime if they feel valued in their community and know what is expected of them. It is important that victims are supported by their communities so that they will not fall into a cycle of despair and self-destructive behaviors, and that offenders become reintegrated with their communities and receive support from the community in making positive changes in their lives to help prevent future offending.	**Key Actions for 2002-03** • Increase the number of service agreements with First Nations and Métis communities and organizations, e.g. alternative measures and intensive supervision. • Continue participation in the Northern Cree Court Project, including the evaluation process. • With the assistance of the Elders Advisory Committee for Adult Corrections, increase the availability of Elder services. • Participate in the development of strategies to address the FSIN Corrections Strategic Plan. • Participate in the First Nations and Métis Commission on Justice Reform process. • Enhance cultural programming in youth and adult facilities in conjunction with Aboriginal communities. • Develop community justice initiatives, with an emphasis on Northern initiatives, with the Department of Justice, communities and community-based organizations.

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Objective 2: Government and community service providers work together. Most of the root causes of crime lie outside the scope of the criminal justice system; these causes can only be addressed through partnerships and integrated work among many stakeholders. However, there are justice system factors that can be directly addressed by the Department in cooperation with Aboriginal communities, governments and organizations, other stakeholders in the criminal justice system, and other government and non-government agencies.	Key Actions for 2002-03 • Implement strategies associated with the new federal *Youth Criminal Justice Act* in collaboration with Justice, Social Services, Health and Learning. • Develop information-sharing protocols with the Department of Learning and the school system. • Develop a community-supported continuum of services for youth using the structure of the Regina and Prince Albert Youth Justice Forum pilots. • Provide local and area-wide fire officials with the tools to enhance their ability to become self-sufficient in conducting plan reviews and inspections.

Objective 3: Communities are educated, trained and aware of public safety issues. The department delivers a number of programs and services that contribute to a safe living environment. This is accomplished by working with municipalities, fire services, those involved in building and fire code safety, emergency services providers, and individuals and industries involved in the manufacture, installation and operation of building-related heavy equipment. Education, training and public awareness are critical to improving community safety.	Key Actions for 2002-03 • Support municipal disaster preparedness through training and development programs in the areas of mitigation, preparedness, response, and recovery. • Provide training to improve the skills and knowledge of local assistants in fire investigation procedures and techniques, and fire incident reporting. • Expand the "train the trainer" model in fire safety. • Support the training and certification of building officials and fire inspectors at the local level. • Provide support to fire departments in the provision of fire safety education in local communities. • Develop communication and education strategies in support of community and client education. • Implement a community consultation process for adult probation and young offender services.

Goal 2 – Re-offending behaviour is reduced due to effective program interventions with offenders.

Objective 1: Program interventions reflect current research and evidence-based practices.	**Key Actions for 2002-03**
There is a growing understanding that the incarceration of offenders, by itself, is not the answer to reducing re-offending behaviour. There is recognition that a combination of supervision, risk and needs assessment, and the delivery of appropriate programs to high risk, violent offenders will more likely meet communities' expectations of a correctional system. Continual monitoring of research and evidence is essential for successful outcomes.	• Implement an integrated case management process throughout adult corrections and the young offenders program. • Align vocational skill development, job attachment and business goals and programming outcomes for offenders (e.g. Prism Industries, young offender employment development, and restitution programs). • Enhance programs that integrate custody and community services for youth. • Implement the Level of Service Inventory – Saskatchewan Youth Risk/Needs Assessment provincially. • Develop a research agenda and evidence-based interventions for adult and youth corrections. • Participate in the national Pre-Sentence Report study to assist in the development of best practices. • Conduct a review of programs to ensure the needs/risks of offenders are being addressed properly. • Identify and implement specific strategies in each region to increase the level of involvement by families and communities in the case management processes. • Develop policies and procedures to support an integrated case management system with the Department of Health to deliver programs (i.e. the High Risk and Violent Offender Program, Intensive Rehabilitative Custody and Supervision sentences). • Develop a case plan protocol for individuals with complex needs as part of the Human Services Integration Forum initiative. • Increase the educational and vocational opportunities for youth and adults in custody.

Objective 2: Staff and programs respond to the cultural and spiritual needs of Aboriginal clients. For the justice system to be effective, it must treat Aboriginal people fairly and work to address issues that now result in high levels of offending behaviour and victimization of Aboriginal people. The keys to this include: supporting Aboriginal communities, organizations and governments in developing, delivering justice services; integrating the values, cultural practices and beliefs that meet the needs of Aboriginal people; and, employing more Aboriginal people in the justice system.	**Key Actions for 2002-03** • Deliver Aboriginal cultural awareness training to staff. • Increase the use of employment equity provisions for hiring staff in the Department. • Enhance culturally appropriate programming and opportunities, e.g. Aboriginal Roundtable, Elders Program, Prince Albert Healing Lodge. • Involve First Nations organizations in implementation and training activities specific to the federal *Youth Criminal Justice Act*. • Implement the strategies for the inter-departmental approach to deal with offenders with Fetal Alcohol Syndrome (FAS), and offenders with disabilities. • Participate in the Métis and Off-Reserve First Nations People Strategy.

Objective 3: Programs and services support the appropriate use of diversion, alternatives to custody and the reintegration of offenders in communities. The need to provide appropriate programs to address the needs of offenders as a means of minimizing the risk they pose and addressing their criminogenic needs is an ongoing challenge. Effective early intervention services, such as diversion and alternative measures, can prevent offenders' further involvement in the criminal justice system. Community treatment and reintegration programs that address the needs of offenders and manage risk to the community are more effective in achieving long-term behavioural changes.	**Key Actions for 2002-03** • Develop an inventory of community services that support the needs of offenders. • Expand alternative measures programs for youth. • Build more alternatives to custody and remand to promote an increase in the use of conditional sentences and intensive supervision, targeting the level of service to the level of risk. • Improve integration of service delivery and communication within our department and between justice services and other stakeholders.

Objective 4: An effective accountability process is in place for programs and services. There is a growing demand from the public and advocates for all corrections services to become more effective and efficient, to be more open to public scrutiny, to give better quality service to clients, to provide appeal processes and to be more accountable.	**Key Actions for 2002-03** • Conduct audits and implement quality assurance measures to enhance effectiveness and efficiency of services. • Buffalo Narrows and North Battleford Community Correctional Centres to develop and lead a specific strategy for community consultations. • Review and update as required the policies and procedures for safeguarding personal information. • Manage fiscal resources effectively to ensure responsible stewardship of public funds. • Develop Departmental performance measures and evaluation strategies. • Develop workplans to support program and service delivery.

Goal 3 – Government and communities are prepared for emergencies and maintain building and safety standards.

Objective 1: Emergency preparedness and safety awareness is increased across the province.	**Key Actions for 2002-03**
Prior to recent world and regional events, the province was already facing the challenge of being able to respond to national emergency planning and security initiatives. With increased emphasis being placed by the federal government on national security, including essential infrastructure, these challenges have increased. Internal and external pressures will require the department to develop policies and stretch limited resources as far as possible to respond to sector demands for inspection and licensing services, enhance municipal capacity for emergency preparedness, improve provincial emergency management, and respond to certain federal initiatives, all of which provide a safe living, working and recreational environment.	• Develop a CPS Departmental emergency plan. • Conduct crisis management training and crisis simulation in each adult and youth facility. • Coordinate and lead development of a provincial government public emergency and security plan. • Complete implementation of the Sask911 call-taking system across the province. • Provide support to communities to maintain their state of emergency preparedness through the review and development of municipal emergency plans. • Develop tools and support for communities to conduct risk assessment on potential fire hazards and to self-evaluate their fire prevention, protection and suppression services. • Serve as the lead role in developing and co-ordinating public education and awareness campaigns on fire and life safety focusing on "Risk Watch", "Fire Prevention Week", seminars and workshops for educators, and advancement of the National Fire Protection Association standard.

Objective 2: Safety enforcement is applied by government, communities and other stakeholders within a regulatory regime that balances government, public and stakeholder interests. Many of the acts and regulations in the public safety sector are outdated, and do not reflect current regulatory best practices, technology or safety requirements. The challenge is to more equitably redistribute responsibilities and liabilities for risk mitigation activities, between government and those responsible for creating risk. As a result, certain industry sectors are likely to continue to seek to improve the way in which government regulates their industries and responds to technological change.	**Key Actions for 2002-03** • Consult with key stakeholders, implement the provisions of *The Boiler and Pressure Vessel Act*, and bring into force regulations. • Initiate amendment to *The Passenger and Freight Elevator Regulations* to adopt the latest editions of governing codes and standards. • Review and begin to implement federal initiatives on Critical Infrastructure Protection, Disaster Mitigation Strategies, Anti-terrorism, and Disaster Financial Assistance Agreements in Saskatchewan. • Develop and implement a strategy on long-term governance of Sask911. • Hold public consultations on the adoption of new building and fire codes. • Contribute to, and participate in, national and international standards development respecting building, fire, pressure equipment and elevator safety codes and standards. • Improve capabilities of gathering, storing and distributing fire incident information, including rationalizing incident reporting with the new Canadian Code Structure (CCS).

Goal 4 – Safe, healthy and respectful workplaces.

Objective 1: Employee capability and competency is enhanced. Strategic Human Resource planning to enhance employees' skills and abilities in a new department including staff training plans, equity programs and recruitment. These initiatives are fundamental to maintaining an effective working environment.	**Key Actions for 2002-03** • Develop and implement work unit learning plans that incorporate the prioritized organizational competencies, assessment tools, learning plans and learning guides and that are linked to the Department's overall strategic plan. • Deliver the FAS, Sex Offender and Alternatives To Violence core training modules to all new community operations staff. • Review supervision standards to ensure open communication, effective feedback and a sense of inclusion and commitment for staff. • Implement an Aboriginal Intern program in the Office of the Fire Commissioner.

Objective 2: Occupational health and safety is improved at all work sites. Staff and client safety and security are important issues at all correctional facilities, requiring that careful management of risk and appropriate levels of protection be in place.	**Key Actions for 2002-03** • Implement the Work Place Safety and Security guidelines and ensure yearly self-audits are conducted using the process outlined in the guidelines. • Develop and implement an offender gang management strategy in correctional centres and young offender facilities. • Implement the approved recommendations from the Corrections Health Care Review working group. • Ensure all adult and youth custody facility staff receive First Aid/CPR and Intervention training.

Objective 3: Client's rights are respected and they are ensured access to due process. It is necessary to strike an appropriate balance between security, supervision and treatment, and the rights of the clients. Achieving this balance involves working closely with the offices of the Ombudsman, Children's Advocate and other client representatives.	Key Actions for 2002-03 • Implement legislative amendments to *The Correctional Service Act* that reflect the principles of the duty to act fairly. • Facilitate the involvement and perspectives of victims in correctional programs and services. • Develop a sentence calculation system to meet the needs of the federal *Youth Criminal Justice Act*. • Ensure all youth have access to appropriate legal and advocacy services. • Review the client appeal process and procedures in young offender facilities. • Maintain an on-going dialogue with the Ombudsman and the Children's Advocate.

Contact Information

If you have any questions or comments about the plan, or would like additional copies, we invite you to call:

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